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NSAE-00 PA-04 RSC-01 PRS-01 SPC-03 USIA-15 TRSE-00

SAJ-01 DRC-01 /140 W

----- 005786

P R 061220Z MAR 74

FM USMISSION NATO

TO SECSTATE WASHDC PRIORITY 4446

SECDEF WASHDC PRIORITY

INFO AMEMBASSY OTTAWA

S E C R E T SECTION 1 OF 3 USNATO 1219

E.O. 11652: GDS-12/31/82

TAGS: MCAP, NATO

SUBJECT: NATO FORCE PROPOSALS/GOALS - CANADA

REF: USNATO 1014

TEXT OF DRAFT COUNTRY CHAPTER (EXCEPT FOR INTRODUCTION) ON
1975-80 DRAFT FORCE GOALS FOR CANADA (DRC/WP(74)1) IS QUOTED
BELOW:

BEGIN TEXT:

FORCE PROPOSALS

4. THE MAIN QUANTITATIVE CHANGES AND QUALITATIVE
IMPROVEMENTS FOR THE FORCES PLANNED BY CANADA AND THE PRINCIPAL
IMPROVEMENTS PROPOSED BY THE NATO MILITARY AUTHORITIES ARE
SUMMARISED BRIEFLY BELOW.

LAND FORCES

5. THE CURRENT FORCE PLAN FOR THE PERIOD 1974-1978

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PROVIDES FOR THE MAINTENANCE OF THE OVERALL STRENGTH OF THE
CANADIAN FORCES AND THEIR CONTRIBUTION AT THEIR PRESENT LEVEL.
HOWEVER, THE POST-1974 STRUCTURE OF THE CANADIAN MECHANISED
BRIGADE GROUP (CMBG) IN EUROPE, WHICH HAS A STRENGTH OF

AROUND 3,000 MEN, IS UNDERGOING STUDY. IN THE MEANTIME, AS A REACTION TO SACEUR'S REPRESENTATIONS, THE CANADIAN GOVERNMENT HAS DECIDED THAT THE CENTURION TANKS WILL REMAIN IN SERVICE IN EUROPE UNTIL 1976. IN THE EQUIPMENT FIELD EMPHASIS HAS BEEN PLACED ON THE INTRODUCTION OF THE TOW ANTI-TANK WEAPON AND THE BLOWPIPE PORTABLE ANTI-AIRCRAFT MISSILE SYSTEM.

6. THE NEW FORCE PROPOSALS AIM AT IMPROVEMENTS IN ANTI-ARMOUR AND LOW LEVEL AIR DEFENCE, ELECTRONIC WARFARE CAPABILITIES, IN THE CAPABILITY OF THE 155 MM HOWITZERS AND IN NBC DEFENSIVE MEASURE; THE MAINTENANCE OF MANNING, TRAINING AND STOCK LEVELS; THE ACQUISITION OF HELICOPTERS WITH ANTI-ARMOUR CAPABILITY; AND THE REPLACEMENT OF ARMoured PERSONNEL CARRIERS WITH MODERN ARMoured INFANTRY COMBAT VEHICLES. CERTAIN OF THESE ARE ALREADY FULLY OR PARTLY IN NATIONAL PLANS (SEVEN OUT OF 17 PROPOSALS).

7. THE MOST SIGNIFICANT OF THE PROPOSALS WHICH ARE NOT ALREADY COVERED BY NATIONAL PLANS ARE:

(A) IMPROVEMENT OF THE CAPABILITY OF THE 155MM SELF-PROPELLED HOWITZERS (IMPROVED TUBE AND PROCUREMENT OF ADDITIONAL AMMUNITION). APPROXIMATE COST: CAN\$ 13 MILLION.

(B) ELECTRONIC WARFARE CAPABILITY FOR LAND COMPONENT HELICOPTERS. APPROXIMATE COST: CAN\$ 5MILLION.

(C) ACQUISITION OF ATTACK HELICOPTERS EQUIPPED WITH AN ANTI-TANK GUIDED MISSILE SYSTEM AND DROP LIFT HELICOPTERS FOR TACTICAL MOVEMENT ON THE BATTLEFIELD. APPROXIMATE COST: CAN\$ 36 MILLION.

(D) REPLACEMENT OF ARMoured PERSONNEL CARRIERS WITH A MODERN ARMoured INFANTRY COMBAT VEHICLE. APPROXIMATE COST: CAN\$37 MILLION.

(E) RETAINING THE CAPABILITY OF 4 CMBG AS A
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BALANCED FORCE CAPABLE OF UNDERTAKING A BRIGADE SIZE COUNTER ATTACK MISSION. THE COST IS NOT AVAILABLE.

THESE MEASURES COVER ABOUT 99 PCT OF THE TOTAL OF THE COSTED FORCE PROPOSALS FOR THE LAND FORCES.

8. OTHER PROPOSALS CONCERN NBC DEFENSIVE MEASURES AND NEW 81MM MORTAR AMMUNITION.

MARITIME FORCES

9. CANADAS ONE MAIN PROGRAMME IN RESPECT OF THE NAVY

OVER THE NEXT FOUR TO FIVE YEARS IS THE REPLACEMENT OF THE PRESENT 32 ARGUS AND 16 TRACKER MARITIME PATROL AIRCRAFT WITH A MORE MODERN TYPE. ALTHOUGH THIS IS A FIRM PLAN, THE TYPE AND NUMBER OF AIRCRAFT TO BE ACQUIRED HAS NOT YET BEEN DECIDED.

10. SACLANT HAS TAKEN THIS REPLACEMENT PROGRAMME INTO ACCOUNT IN THE DEVELOPMENT OF HIS FORCE PROPOSALS AND HAS RECOMMENDED THAT HIS PRESENT ALLOCATION OF 26 ARGUS AND 13 TRACKER AIRCRAFT SHOULD BE REPLACED WITH 32 OF THE NEW TYPE; THIS IS A PRIORITY I PROPOSAL.

11. OTHER PRIORITY I MEASURES WHICH ARE NOT IN COUNTRY PLANS ARE FOR AN INCREASE IN THE READINESS AND AVAILABILITY OF A NUMBER OF THE 15 ESCORTS PRESENTLY EARMARKED, SO THAT THERE WOULD BE 12 IN CATEGORY A-1 INSTEAD OF EIGHT, AS WELL AS FOR SOME INCREASES IN THE STATES OF READINESS AT A LOWER LEVEL; THE REPLACEMENT IN DUE COURSE OF 10 EXISTING ESCORTS (WHICH BY 1980 WILL BE MORE THAN 20 YEARS OLD), AND THE CONTINUED EARMARKING OF THREE SUBMARINES TO SACLANT (THERE IS A TENTATIVE PLAN TO TRANSFER ONE TO CUSRPG). ON THE QUALITATIVE SIDE, THE PRIORITY I PROPOSALS ARE TO IMPROVE THE ASW CAPABILITY OF FOUR MACKENZIE CLASS DESTROYER ESCORTS, TO INSTALL A POINT DEFENCE MISSILE SYSTEM IN ALL SHIPS NOT SO FITTED; TO INSTALL SSMS IN ALL 20 ESCORTS AND AN AREA DEFENCE SURFACE-TO-AIR MISSILE SYSTEM IN THE FOUR NEW TRIBAL CLASS DESTROYER ESCORTS; AND TO IMPROVE THE ALL-ROUND CAPABILITY OF THE ASW HELICOPTERS.

12. THE TWO REMAINING FORCE PROPOSALS HAVE BEEN ACCORDED
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PRIORITY II AND THESE ARE TO INTRODUCE A SUB-SURFACE-TO-SURFACE MISSILE SYSTEM ON THE SUBMARINES AND AN AIR-TO-SURFACE MISSILE SYSTEM IN THE NEW MARITIME PATROL AIRCRAFT.

13. NONE OF THE FORCE PROPOSALS HAS BEEN COSTED BY SACLANT. ESTIMATES HAVE BEEN MADE BY THE INTERNATIONAL STAFF WHERE POSSIBLE, AND TOTAL SOME CAN\$ 450 MILLION. 67 PER CENT OF THIS AMOUNT RELATES TO THE LONG TERM REPLACEMENT OF TEN OF THE EXISTING SHIPS.

AIR FORCES

14. COUNTRY PLANS FOR THE PERIOD 1974-1978 PLACE EMPHASIS ON QUALITATIVE IMPROVEMENTS IN THE AIR FORCE. IN THE FIELD OF ELECTRONIC WARFARE, THE PROCUREMENT OF RADAR WARNING EQUIPMENT WILL BE COMPLETED BY MID-1975. MODERNISATION OF THE INVENTORY OF AIR DELIVERED MUNITIONS FOR THE CF-104 AIRCRAFT WILL CONTINUE.

AS REGARDS NAVIGATIONAL INSTALLATIONS, THE TWO AIR BASES IN GERMANY WILL BE EQUIPPED WITH EW LANDING AIDS DURING 1975-1976. THE ACTIVE POINT DEFENCE OF THE TWO CANADIAN AIR BASES WILL BY MID-1974 CONSIST OF VISUAL AIR DEFENCE SYSTEMS BASED ON

BOFFIN 40MM GUNS AND THE BLOWPIPE LOW-LEVEL AIR DEFENCE MISSILE SYSTEM.

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AEC-11 DRC-01 /140 W

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P R 061220Z MAR 74

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THE MAIN THRUST OF THE 1975-1980 FORCE PROPOSALS IS DIRECTED TOWARDS THE REPLACEMENT IN 1978 OF THE EUROPEAN BASED CF-104 AIRCRAFT WITH NEW CONVENTIONAL GROUND ATTACK AIRCRAFT, WHICH SHOULD HAVE A SECONDARY CAPABILITY FOR AIR DEFENCE MISSIONS. PRESENTLY 54 CF-104 AIRCRAFT ARE LOCATED IN EUROPE AND ARE UNDERGOING AN EXTENSIVE WING SPAT AND ATTACHMENT FITTING REPLACEMENT PROGRAMME. THE REPLACEMENT OF THE CF-104 IS NOT INCLUDED IN THE COUNTRY PLANS AND IT IS ESTIMATED THAT ADDITIONAL FUNDS OF THE ORDER OF CAN\$ 240 MILLION WOULD BE REQUIRED FOR THIS PURPOSE. THERE IS ALSO A REQUIREMENT FOR TWO SQUADRONS OF A TOTAL OF 40 CF-5 AIRCRAFT FOR REINFORCING THE NORTHERN FLANK OF ACE IN AN EMERGENCY; CANADA AT PRESENT EARMARKS 20 AIRCRAFT OF THIS TYPE BUT HER ULTIMATE AIM IS TO COMMIT 40.

16. IN THE FIELD OF ELECTRONIC WAREFARE, THE FORCE PROPOSALS ENDORSE THE COUNTRY PLANS FOR THE INSTALLATION OF RADAR WARNING RECEIVERS IN EUROPEAN-BASED CF-104 AIRCRAFT AND THE CORRESPONDING COST OF CAN\$ 6.7 MILLION HAS THEREFORE BEEN DELETED FROM THE COST OF THE PROPOSAL. IN ADDITION, THE FORCE PROPOSALS RECOMMEND THAT ACTIVE SELF-PROTECTION ECM EQUIPMENT, INFRA-RED WARNING SYSTEMS AND INFRA-RED COUNTERMEASURES EQUIPMENT BE
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FITTED IN ALL EUROPEAN-BASED CF-104 AIRCRAFT; TO MEET THIS REQUIREMENT AN AMOUNT OF CAN\$ 38 MILLION IS NEEDED. THE

PROVISION OF ELECTRONIC WARFARE SUPPORT AND OF ELECTRONIC WARFARE TRAINING IS RECOMMENDED TO BE ENVISAGED IN CONJUNCTION WITH NATO PARTNERS. FOR THE FORMER IT IS SUGGESTED THAT CANADA PROVIDE FOUR AIRCRAFT OF THE TYPE EA6-B, WITH CORRESPONDING ELECTRONICS INSTALLED, FOR AN APPROXIMATE AMOUNT OF CAN \$ 122 MILLION. AS FOR THE LATTER, THE PROPOSAL FURTHER RECOMMENDS THAT INVESTIGATION SHOULD EVALUATE THE POSSIBILITY OF HAVING MULTINATIONAL UNITS; THIS PROPOSAL ASSUMES THAT CANADA WOULD PARTICIPATE BY PROVIDING FOUR AIRCRAFT OF WHICH THE ESTIMATED COST IS ABOUT CAN \$34 MILLION. A SIMILAR PROPOSAL HAS BEEN MADE TO OTHER COUNTRIES.

17. IN THE AREA OF ALL-WEATHER POINT DEFENCE OF AIRFIELDS, FORCE PROPOSALS RECOMMEND PROVISION OF AN ALL-WEATHER SHORT-RANGE LOW-LEVEL WEAPONS SYSTEM FOR BADEN-SOELLINGEN AND LAHR BY 1976. AS NOTED ABOVE THE COUNTRY PLANS PROVIDE FOR A CLEAR WEATHER WEAPONS SYSTEM FOR POINT DEFENCE OF AIRFIELDS. TO MEET THIS PROPOSAL AN ADDITIONAL AMOUNT OF ABOUT CAN \$36 MILLION IS REQUIRED. THE NEED TO PROVIDE ONE MEDIUM RANGE SAM-LO BATTERY AT EACH OF TWO AIR BASES IS HIGHLIGHTED. THIS PROPOSAL IS NOT INCLUDED IN THE COUNTRY PLANS AND AN ADDITIONAL AMOUNT OF ABOUT CAN \$54 MILLION IS REQUIRED.

18. THE FORCE PROPOSALS ALSO HIGHLIGHT THE NEED FOR FURTHER MODERNISATION OF THE INVENTORY OF CONVENTIONAL WEAPONS AND AIR DELIVERED MUNITIONS: FOR THIS ADDITIONAL FUNDS ESTIMATED AT CAN \$24 MILLION WOULD BE REQUIRED.

19. IN SUMMARY THE ABOVE PROPOSALS AMOUNT TO ABOUT CAN \$550 MILLION WHICH REPRESENTS ABOUT 83 PCT OF THE COSTED AIR FORCE PROPOSALS FOR CANADA.

III. ASSESSMENT OF THE ECONOMIC AND FINANCIAL IMPLICATIONS

THE ECONOMIC SITUATION AND OUTLOOK

20. IN 1973 GROSS NATIONAL PRODUCT PER CAPITA WAS THE THIRD HIGHEST IN THE ALLIANCE. ON THE OTHER HAND, THE PROPORTION OF GROSS NATIONAL PRODUCT DEVOTED TO DEFENCE WAS
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2.4 PCT, WELL BELOW THE NATO EUROPE AVERAGE OF 4.2 PCT. REAL GROWTH OF GNP WAS SOME 7 PCT AND THE INFLATION RATE (ABOUT 7 PCT) WAS PROBABLY NOT HIGHER THAN IN MOST OTHER MEMBER COUNTRIES OF THE ALLIANCE. THE BALANCE OF PAYMENTS CONTINUED TO BE SOUND, WITH A SMALL AND MANAGEABLE DEFICIT ON CURRENT ACCOUNT, AND OFFICIAL RESERVES BY THE END OF THE YEAR TOTALLED ABOUT CAN \$5,800 MILLION. GROWTH PROSPECTS FOR CANADA ARE UNLIKELY TO BE AFFECTED TO THE SAME EXTENT AS OTHER MEMBER COUNTRIES BY THE OIL CRISIS AND ITS REPERCUSSIONS AND THE 5.2 PCT YEARLY AVERAGE RISE FORECAST BY THE OECD IN 1972 STILL SEEMS APPLICABLE. CANADA IS SELF-SUFFICIENT IN ENERGY AND IS A MAJOR

EXPORTER OF PRIMARY PRODUCTS FOR WHICH WORLD DEMAND HAS BEEN RISING RAPIDLY. THE STRONG COMPETITIVENESS OF ITS ECONOMY IS UNLIKELY TO DETERIORATE AND SHOULD BE REINFORCED BY IMPROVEMENTS IN ITS TERMS OF TRADE.

THE CURRENT FORCE PLANS AND EXPENDITURES

21. INFORMATION ON THE FORCE PLAN OF CANADA WAS GIVEN BY THE CANADIAN AUTHORITIES IN THEIR REPLY TO DPQ(73). THE IMPLICIT AVERAGE YEARLY GROWTH OF DEFENCE EXPENDITURES IN REAL TERMS DURING 1974-1977 IS OF THE ORDER OF 1.5 PCT(1). NO INFORMATION IS AVAILABLE ON THE REMAINING YEARS OF THE FORCE PROPOSAL PERIOD. FOR THE PURPOSES OF THE CALCULATIONS IN THE FOLLOWING PARAGRAPHS IT HAS BEEN ASSUMED, HOWEVER, THAT THIS INCREASED IS PROJECTED AT THE SAME RATE FOR THE FOLLOWING THREE YEARS (SEE TABLE BELOW).

(1) BASED ON PROJECTED AVERAGE ANNUAL GROWTH IN CURRENT PRICES ON 7 PCT, INCLUDING ABOUT 5.5 PCT IN PRICE INCREASES.

FINANCIAL AND ECONOMIC TABLE

CANADA
(CAN. \$ MILLION - 1972 CONSTANT PRICES)

	1975	1976	1977	1978	1979	1980
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GROSS NATL PRODUCT 104,980 110,439 116,182 122,223 128,579 135,265
(AT FACTOR COST)(1)

DEFENCE EXPENDITURES(2)

(A) PROJECTED EXPEN- 2,415 2,451 2,488 2,525 2,563 2,601

DITURES BASED ON

NATIONAL PLANS (3)

(B) PROJECTED EXPEN

DITURES BASED ON

MINISTERIAL

GUIDANCE (4)

- & HIGHER GNP GROWTH 2,594 2,729 2,871 3,020 3,177 3,242

- & LOWER GNP GROWTH 2,569 2,690 2,816 2,949 3,088 3,233

DEFENCE EXPENDITURES

AS A PCT OF GNP

NATIONAL PLANS	5.6	5.5	5.4	5.3	5.2	5.1
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NOTES: THE FIGURES SHOWN IN THE ABOVE TABLES ARE THE INTERNATIONAL STAFF'S PROJECTIONS OF THE LIKELY TREND OF GROSS NATIONAL PRODUCT AND POSSIBLE ALTERNATIVE TRENDS IN DEFENCE EXPENDITURES. WHEREVER POSSIBLE, THEY ARE BASED ON THE DATA CONTAINED IN THE 1973 COUNTRY CHAPTER (DPC/D(73)23-CANADA). SPECIFIC INFORMATION ON THE METHOD APPLIED TO THE CALCULATIONS IS PROVIDED IN THE FOLLOWING NOTES:

(1) BASIS - GNP FOR 1973 AT 1972 PRICES: CAN \$94,858.

YEARLY PERCENTAGE CHANGE IN VOLUME: 5.2PCT (1973-80), OECD PROJECTION.

(2) DEFENCE EXPENDITURE IN FISCAL YEARS (APRIL TO MARCH) ATTRIBUTED TO NEAREST CALENDAR YEAR (E.G. FY 1975/76 - CY 1975).

(3) BASED ON THE 1973 EXPENDITURE FIGURE CAN \$2,344 ADJUSTED TO 1972 PRICES (I.E. A PRICE RISE 1972/73 OF ABOUT 6.6 PCT) AND INCREASED BY 1.5 PCT YEARLY (SEE DPC/D(73)23-CANADA, PARAGRAPH 52).

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(4) THE MINISTERIAL GUIDANCE (DPC/D(73)8) CONCERNING RESOURCES (I.E. THE ALLOCATION TO DEFENCE OF A STABLE PROPORTION OF THE GROWING NATIONAL WEALTH) APPLIED TO:

- THE HIGHER GNP GROWTH RATE 5.2 PCT (THE 1972 OECD PROJECTION)

- THE LOWER GNP GROWTH RATE 4.7 PCT.

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ADDITIONAL EXPENDITURE REQUIRED TO COVER THE FORCE PROPOSALS

22. TENTATIVE ESTIMATES OF THE COST OF THE FORCE PROPOSALS WHICH ARE ADDITIONAL TO CURRENT COUNTRY-FORCE PLANS, ADD UP TO SOME CAN\$1,200 MILLION, 8 PCT MORE THAN THE AGGREGATE VALUE OF THE CURRENT NATIONAL PLAN (1). THIS SUM DOES NOT, HOWEVER, COVER 13 FORCE PROPOSALS WHICH COULD NOT BE COSTED BECAUSE OF THE NATURE OF THE PROPOSAL OR UNAVAILABILITY OF COST DATA. THESE MAINLY INCLUDE WEAPONS SYSTEMS AND ELECTRONIC EQUIPMENT SOME OF WHICH ARE STILL UNDER DEVELOPMENT AND COULD INVOLVE SUBSTANTIAL OUTLAYS, IN PARTICULAR IF ACCOUNT IS TAKEN OF INSTALLATION COSTS. OUT OF THE 21 PROPOSALS COSTED, NINE (AMOUNTING TO CAN\$1,000 MILLION), ACCOUNT FOR SOME 83PCT OF THE TOTAL ADDITIONAL COST, MOST OF WHICH (CAN\$920 MILLION) RELATES TO THE NAVY AND AIR FORCE.

THE FEASIBILITY OF THE FORCE PROPOSALS

23. IN THE CASE OF CANADA, THE IMPLEMENTATION OF AN AVERAGE YEARLY RATE OF GROWTH OF DEFENCE EXPENDITURE OF 1.5 PCT AS IMPLICIT IN NATIONAL PLAN FIGURES, IS WELL BELOW THE RATE INDICATED BY THE RESOURCE GUIDANCE TO THE NATO MILITARY
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(1) AS PROJECTED BY THE INTERNATIONAL STAFF FOR THE 6 YEARS 1975-80 ON THE BASIS OF INFORMATION REPORTED IN DPC/D(73)23-CANADA

AUTHORITIES MADE BY MINISTERS IN JUNE 1973, WHICH WOULD HAVE IMPLIED A YEARLY RATE OF GROWTH OF DEFENCE EXPENDITURE OF 5.2 PCT WHEN BASED ON PROJECTIONS OF GROSS NATIONAL PRODUCT GROWTH REPORTED BY THE OECD IN 1972(3). THIS GROWTH RATE WOULD HAVE ADDED APPROXIMATELY CAN \$2,600 MILLION OVER AND ABOVE THE LEVEL IMPLICIT IN THE CURRENT NATIONAL PLANS. IF, HOWEVER, WE ASSUME THAT THE RATE OF GROWTH OF THE GROSS NATIONAL PRODUCT RETURNS TO THE 4.7 PCT AVERAGE ANNUAL PACE OF EXPANSION OF 1966-70,(AND THAT A CONSTANT PROPORTION OF GROSS NATIONAL PRODUCT IS ALLOTTED TO DEFENCE, AS CALLED FOR IN THE MINISTERIAL GUIDANCE), THIS WOULD STILL PRODUCE EXTRA RESOURCES FOR DEFENCE PURPOSES OF CAN \$2,300 MILLION OVER THE PERIOD. THIS IS ALMOST DOUBLE THE TOTAL OF THE COSTED FORCE PROPOSALS.

FINANCIAL AND ECONOMIC IMPLICATIONS OF DRC RECOMMENDATIONS

24. (TO BE COMPLETED AFTER THE DRC REVIEW)

FINAL ASSESSMENT OF THE FEASIBILITY OF THE DRAFT FORCE GOALS

25. (TO BE COMPLETED AFTER THE DRC REVIEW).

IV. RESULTS OF THE MULTILATERAL EXAMINATION BY THE DRC

26. THE MILITARY COMMITTEE HAS STATED THAT IT IS SATISFIED THAT ITS FORCE PROPOSALS FOR 1975-80 ARE COMPATIBLE WITH THE MINISTERIAL GUIDANCE, FULLY REFLECT THE THRUST OF AD 70 AND THE BASIC ISSUES, PROPERLY REFLECT THE MINIMUM REQUIREMENTS FOR MAJOR NATO COMMANDERS TO EXECUTE THEIR MISSION, INCLUDE PROPOSALS DESIGNED TO OFFSET THE CRITICAL DEFICIENCIES PREVIOUSLY IDENTIFIED IN COUNTRY FORCE PLANS, AND OFFER A CONSIDERABLE CHALLENGE TO NATIONS.

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(3) "EXPENDITURE TRENDS IN OECD COUNTRIES 1970-80), JULY 1972

27. IN ACCORDANCE WITH THE PROCEDURE, THE DEFENCE REVIEW COMMITTEE HAS EXAMINED THE MILITARY COMMITTEE'S FORCE PROPOSALS ON BEHALF OF THE DEFENCE PLANNING COMMITTEE. ANALYSES OF THE NON-MILITARY IMPLICATIONS OF THE FORCE PROPOSALS AND THEIR POLITICAL, FINANCIAL AND ECONOMIC FEASIBILITY SUMMARISED ABOVE LEAD THE DEFENCE REVIEW COMMITTEE TO RECOMMEND CERTAIN AMENDMENTS AND MODIFICATIONS BEARING IN MIND THAT IN DEVELOPING FORCE GOALS, IT SHOULD NOT BE THE AIM TO TAILOR MILITARY PROPOSALS TO A SIMPLE PROJECTION OF KNOWN COUNTRY PLANS; THE GOALS SHOULD STRIKE A BALANCE BETWEEN MILITARY REQUIREMENTS, AVAILABLE RESOUR

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Message Attributes

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Capture Date: 11 JUN 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 06 MAR 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: garlanwa
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974USNATO001219
Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: 11652 GDS-12/31/82
Errors: n/a
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From: USNATO
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Image Path:
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Line Count: 464
Locator: TEXT ON-LINE
Office: n/a
Original Classification: A
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 9
Previous Channel Indicators:
Previous Classification: A; SECRET
Previous Handling Restrictions: n/a
Reference: 1974 USNATO 1014
Review Action: RELEASED, APPROVED
Review Authority: garlanwa
Review Comment: n/a
Review Content Flags: ANOMALY
Review Date: 09 APR 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <09 APR 2002 by ifshinsr>; APPROVED <16 JUL 2002 by garlanwa>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: <DBA CORRECTED> jms 19990813; <DBA CORRECTED> jms 19990818
Subject: NATO FORCE PROPOSALS/GOALS - CANADA
TAGS: MCAP, NATO
To: STATE
SECDEF INFO OTTAWA
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005